LIII
.A3L43
v.64

U.S. Office of Education.
Leaflet no. 64.

LIBRARY OF PRINCETON
MAR 30
THEOLOGICAL SEMINARY

PLANNING SCHOOLS for TOMORROW

The ISSUES INVOLVED

Leaflet No 64

Federal Security Agency . . . . . Paul V. McNutt, Administrator
U. S. OFFICE OF EDUCATION . . . . . John W. Studebaker, Commissioner

United States Government Printing Office . . . . . Washington : 1942
For sale by the Superintendent of Documents, Washington, D. C. - - - - - - - - - - - Price 10 cents

PLANNING SCHOOLS for TOMORROW

The ISSUES INVOLVED

By JOHN GUY FOWLKES

with the cooperation of

The Committee on Planning for Education

of

The U. S. Office of Education

Committee

H. F. Alves

Lloyd E. Blauch

R. V. Billington

Katherine M. Cook

Ralph M. Dunbar

Bess Goodykoontz
Chairman

Terry Foster

Frank W. Lathrop

Howard W. Oxley

David Segel

Marie White

John Guy Fowlkes
Executive Director

CONTENTS

	Page
FOREWORD	v
PREFACE	vii
I. THE CASE FOR PLANNING	1
Why plan	1
What is involved in planning	2
Who should plan	3
How to plan	3
What are our needs	4
Functions of the cultural heritage	4
II. WHAT KIND OF SCHOOLS	5
What Good Schools Should Provide	5
The character of educational service	5
What a good school should have	6
Providing for various age groups	8
Special groups	8
Equal rural and urban opportunity	9
The School Staff	10
What kind of teachers	10
Local school administrators important	11
Need for school supervision	12
Physical Facilities	12
The school plant	12
Equipment and materials	13
Organization and Administration of Public Education	13
Local school district organization	13
Local boards of education	14
What is school administration	15
Responsibilities of school administrators	15
Democracy in administration	15
Importance of records and accounting	17
School personnel policies	17
Coordination of schools and other agencies	17
State organization of public education	18
Public schools and the Federal Government	19
The Cost and Financial Support of Public Education	19
The cost of public education	20
The financial support of public education	20
Can we afford to pay for education	20
III. WAYS AND MEANS OF PLANNING AN EDUCATIONAL PROGRAM	21
The ways of educational planning	21
Local school planning	22
State school planning	22
Federal activity in social and educational planning	24
SELECTED BIBLIOGRAPHY	25

FOREWORD

National Resources Planning Board

THE National Resources Planning Board has been directed by the President to correlate "plans and programs under consideration in Federal, State, and private organizations for post-war full employment, security, and building America." This cooperative task depends on the existence of effective planning agencies and activities in all Federal bureaus, departments, and agencies. Encouragement of, and assistance to, such agencies and activities have been recognized from the first as wise and necessary.

The Board is especially glad, therefore, to note the creation of a Committee on Educational Planning in the Office of Education and to welcome this first planning statement resulting from its deliberations. As the preface which follows indicates, the value of a planning committee is not alone in its written products, but quite as much in the byproducts of the planning process.

In its last annual report the Board stated as one of our fundamental national objectives, establishing "the right to education—for work, for citizenship, and for personal growth and happiness." It further defined this objective as providing "for every child and youth education and training of the kinds best adapted to his abilities and in the amount calculated to develop his maximum usefulness to himself, his community, and society."

To these goals the document which follows gives explicit assent. Furthermore, it makes a beginning at the very difficult task of defining in a much disputed territory the ways and means for achieving these objectives, and promises additional specific studies with the same purpose. As this effort proceeds, there will doubtless be wider exploration of fundamental issues. The labor of developing detailed programs commanding general agreement to realign the educational objectives of the American people calls for participation by many hands, brains, and wills inside and outside the Federal Government. It calls for teamwork. Of such cooperation the document which follows is an important instance.

FREDERIC A. DELANO,
Chairman,
National Resources Planning Board.

PREFACE

IN December 1941 the United States Commissioner of Education appointed a Committee on Planning for Education stating that it was "apparent that planning for education in the post-emergency is an important responsibility which this Office should assume." This carried no implication that planning for education was anything new or spectacular. Planning has always been an integral part of the responsibility of school administrators, curriculum workers, teachers, and all others who work in schools. Even the first-grade children sketch out what they want to achieve during the week and lay their plans for day-to-day accomplishment. They learn early that only the grasshopper fritters along while the ant is getting ready for the times ahead and that obviously those persons who only take things as they come cannot expect much of importance for their welfare.

Although planning goes on all the time in the schools, there is now a new impetus, a new excitement in the word. People are saying, "In time of war, prepare for peace." With widespread support the National Resources Planning Board, the Public Work Reserve, and many other governmental and nongovernmental agencies are taking stock of our resources and our needs, so that while we wage war for the preservation and welfare of human beings, plans will be in the making for achieving those objectives in the post-war period. In such a purpose, education has a major part, for the forms and institutions of education must constantly be adapted to changing needs and circumstances.

As the United States Office of Education committee considered these matters, it seemed clear that there was need for a concise statement on the meaning of and need for planning, on the important issues in educational planning, and on suggestions concerning the ways and means of such planning. Accordingly this report, which embodies the committee's discussions and viewpoints, has been prepared by Dr. John Guy Fowlkes, Executive Director of the Committee. It is hoped that the manuscript will be useful to individuals and groups interested in improving their own schools and in seeing how educational planning is related to the larger problem of comprehensive long-range social planning.

BESS GOODYKOONTZ,
Assistant U. S. Commissioner of Education.

482202°—42——2

PLANNING SCHOOLS FOR TOMORROW

I. THE CASE FOR PLANNING

THERE ARE two radically different views with respect to social and economic development. One of them, characterized by the term *laissez faire* or "pretty much do as you please," holds that the most desirable and the greatest amount of development occurs when there is no direction other than that which is inherent in the activities themselves. The extreme proponents of this view even argue that any concerted effort to direct social development is likely to result only in harm.

The other view holds that socially desirable development does not simply occur but that behind it there is intelligent direction toward the accomplishment of a definite purpose or purposes. This view is proving increasingly acceptable. It appears to be the only tenable view as population increases and as social institutions become more and more complex. This basic philosophy leads to considered attempts to regulate human activity and to direct it toward desired goals. Involved in the second view of social development is the idea of planning, which is nothing more than charting courses toward goals that have been agreed upon.

Why plan?—Nothing seems more certain than the fact that "the good old days are gone." The impact of economic changes, technological developments, movements of population, and governmental controls upon the activities of every individual is stimulating a type of thinking that is little short of revolutionary. The fears produced by the economic depression of the early thirties have by no means disappeared, although they may have temporarily subsided. There is grave danger that when the end of the war is in sight there will be a wave of hysteria induced by fear of an impending economic crash. This is clearly recognized by many farseeing persons, and some of them are proposing plans and policies to avert such a disaster. In fact, plans, both governmental and nongovernmental in origin, are being laid to cope with the situation.

Equally important is social planning for the post-war period. Such planning must be comprehensive if it is to be effective. All types of useful social institutions must have places in it. Education as a basic social enterprise must have important consideration, and it behooves those who are interested in educational service to concern themselves with plans and policies for the future. Educators and laymen who

are interested in adequate provision for the education of all the people have to recognize that new conditions demand both an expansion of successful practices and policies that have been developed and the devising of new ways to meet the new situations.

Planning facilitates social progress in several ways. First, through planning there can be agreement concerning what is to be done; everyone can understand what is proposed and can accept or reject it. This is in accordance with democratic traditions and practices. Second, individuals and groups can cooperate more easily if plans have been made than if no course has been laid out. Third, effort and funds can be saved by following a well laid out scheme, and the results are likely to be much more satisfactory than if sole reliance is placed upon trial and error in attaining the desired purpose. Only by systematic and carefully executed planning can educational needs be met adequately and economically.

What is involved in planning?—Educational planning has long been accepted. The educational survey, conducted in accordance with scientific procedures, has been widely employed in evaluating educational practices and policies and in planning improved educational services and facilities.

Today, however, there is greater concern than ever before over the integration of educational planning with social planning in general. What does comprehensive planning involve? In a recent report of the National Resources Planning Board the pattern of social and economic planning, insofar as it can be said to have a pattern, is summed up as follows:

1. The determination of goals.
2. The inventory of conditions.
3. The discovery of needs as the inventory is compared with the goals.
4. The projection of alternative solutions.
5. Policy making, or the choice of the most feasible alternatives.
6. The absorption and execution of the plan by the community, State, or Nation.[1]

The United States of America is committed to a democratic way of life. We are, therefore, committed to a program which prepares people for living in a democracy. A national culture that will produce a citizenship qualified to lead a democratic life demands complete cooperation among both individuals and groups. The creation and the maintenance of a social environment which will produce the types of citizens demanded by our democracy require:

1. A universal understanding of what the social needs of citizens in our democracy are. What are the needs and hence the goals?
2. A recognition of the specific agencies and services necessary to provide the experiences that our citizens need. How can needs be met?

[1] National Resources Planning Board, National Resources Development Report for 1942, p. 125–126.

3. An examination of our existing institutions and services in the light of the social objectives or goals that have been adopted. Out of this examination should come a recognition of the extent to which our present social opportunities are adequate and inadequate, satisfactory and unsatisfactory. How well are we meeting our needs?

4. A concerted effort by all to improve existing social institutions and services and to establish the types and kinds of institutions and services that are needed. What should be done?

Only to the degree that consistent and continuous effort is exerted toward the improvement of the existing social situation can a satisfactory pattern of living be achieved.

Who should plan?—Social planning must be recognized and assumed as a responsibility of each and every person, both individually and collectively. Leaders in education, health, library service, recreation, art, and all other areas of cultural development can point the way in planning opportunities for social welfare and growth, but the general citizenry of this country must join with leaders in this essential activity. It is the duty of leaders to propose, to explain, and to interpret what seem to them to be imperative needs for improvement in the cultural program. It is the function of the citizenship as a whole to consider, review, refuse or adopt, and put into effect the proposals of the leaders.

Specific provision for participation in planning by all interested adults should be made. Councils, planning commissions, committees, and conferences on planning are some of the groups by means of which planning may be effected.

Opportunity to participate in social planning should also be given to the youth of the country. Youth should have the right to help decide their own fate and to acquire the habit of looking ahead and cooperating in the establishment of a program which will protect them in their old age from the social deficiencies that now exist. Youth councils should be established in local communities and counties throughout the country. Such councils might well be patterned after the youth councils of England and should include both youth and adults. The organization of youth councils might be centered around the office of the city or county superintendent of schools and should include representatives from all public and private agencies that are concerned with planning a sound social program. Youth should be listened to as well as listen. Since planning for democracy involves participation of all citizens, the methods and procedures employed must lend themselves to full use by laymen as well as professional workers.

How to plan.—There is great need for the development of improved methods and procedures of social planning. Such methods and procedures must furnish ways and means for examining our social insti-

tutions in terms of our social idealism. Some of the basic questions which should be raised in such an examination are as follows:

1. Are the existing institutions rendering the services that are needed?
2. Are the services rendered by existing agencies as adequate as they should be?
3. Are the existing institutions soundly organized and are they operating efficiently?
4. Can present institutions be changed so that existing inadequacies in the present social program can be met?
5. Are new and different social institutions needed, and if so what are they?
6. What changes are needed in existing legislative and statutory provisions which control our social program?
7. To what degree are the national, State, and local governments—
   (a) Financially responsible for social institutions and services?
   (b) Meeting their financial responsibility in terms of their financial ability?
8. How can the national and State governments increase their financial support of these institutions and services without reducing the strength of State and local governments?

What are our needs?—As previously indicated, the services available to people should be based upon human needs in terms of the requirements of good citizenship in the society of which they are members. A good citizen should have the ability to work, the opportunity to work, and the personal qualities which enable him to participate in, contribute to, help improve, and enjoy the activities of life which bring personal satisfaction. These requirements for good citizenship demand provision for the mental, manual, physical, and social (including spiritual) development of individuals. No single institution or service can offer all the cultural experiences needed for complete living.

The institutions and services of an adequate social program must be as varied as the needs. Three major types of services that are necessary are educational, health, and recreational. These services demand corresponding agencies, such as schools, libraries, clinics, parks, playgrounds, theaters, camps, museums, councils, commissions, and working arrangements with any and all public and private institutions which can help people to have the experiences they need.

Functions of the cultural heritages.—It is increasingly evident that social progress has lagged behind industrial and economic progress. Educational and social agencies usually have emphasized the perpetuation and preservation of traditions and customs. The cultural heritage of any people includes much that should be jealously guarded and preserved. At the same time a heritage from the past inevitably includes many concepts and ideals which were developed in a social setting that was largely, if not entirely, different from the existing social scene. Consequently, it is essential to recognize that the cul-

tural heritage of a people has the functions not only of preserving and maintaining social philosophies but also of furnishing the basis for evaluating and adapting social belief and practice to current and future needs. In planning to meet such needs new and more effective means and methods of education are of primary importance.

II. WHAT KIND OF SCHOOLS

The goals of education have recently been stated as follows:

> To provide for every child and youth education and training of the kinds best adapted to his abilities and in the amount calculated to develop his maximum usefulness to himself, his community, and society.[2]

A sound operating charter for public education involves (1) the best possible educational opportunity in the light of financial resources that are or can be made available; and (2) operating efficiency in the management of public education so that maximum value per dollar spent is realized.

A system of public education that will meet these goals and observe this charter must conform to the following requirements:

1. A full program of education adapted to the capacities and interests of all the individuals whom the schools should serve.
2. Carefully selected teachers, supervisors, administrators, and specialists, such as nurses, physicians, dentists, psychiatrists, librarians, etc., who are competent, well-prepared, and interested in the development of community life.
3. Safe and sanitary school buildings, adapted to the educational experiences and services to be offered, and adequate grounds and suitable equipment and instructional materials.
4. An effective State and local organization, coordinated with other State and local educational and social agencies, which makes possible the efficient offering of needed educational services. Advisory service from the Federal Government should be available.
5. Adequate and joint support by the local, State, and Federal Governments.

WHAT GOOD SCHOOLS SHOULD PROVIDE

The character of educational service.—All education should be usable. Use in terms of need should be the basis for examining and evaluating the educational program. Education should teach people how to be, to do, and to live. Full opportunity should be available for the acquisition of knowledge and certain necessary skills and for the development of useful appreciations, attitudes, and ideals. The three R's do not constitute a sufficiently comprehensive education for the needs of modern life. The arts as well as the R's must be a part of the educational experience of each individual. Manual and emotional, as well

[2] National Resources Planning Board. Op. cit., p. 129.

as intellectual, development should have a place in the training program. Music, drawing, physical education, student councils, and debating and speaking experience are just as truly significant as are reading, writing, and arithmetic.

Since certain human needs are common to all people, a given minimum education should be provided for everyone. Beyond this minimum there should be wide and varied differentiation. For example, the development of hobbies in terms of tastes and abilities is of great importance to individual living. Obviously hobbies will vary greatly. Latin may be a hobby for some people, while photography, stamp collecting, and golf may be the hobbies of others. Although the development of hobbies can often best take place upon the basis of unorganized individual effort, specific and definite provisions should be made in the formal educational program for the development of many-sided interests.

Education should teach people how to do—that is how to work. It should provide the training an individual needs in order to be able to earn his living. Encouraging preparation for a given job implies that opportunity will be available to use such preparation. Possibility of getting a job, as well as interest and ability, must be considered in choosing a field for specialized training.

There is now, and during the post-war period there will be, urgent need for much more opportunity for education which prepares one specifically for earning a living. Specialized education should be made more widely available on a national, State, and local basis.

An individual may use a given school experience for widely different purposes. Also, a single school experience may meet the markedly varying needs of many individuals. Thus, one person may learn to read and speak Spanish for the purpose of understanding and appreciating the music, history, and life of the Spanish and Latin-American peoples, while another may acquire the ability to read and speak Spanish in order that he may teach the language or act as an interpreter.

A well-organized educational program recognizes the various possible objectives of school experience. The basic point of view around which a school must be organized is that the school exists only for the discovery and development of human abilities and qualities; in other words, that the school exists in order that the individual may learn efficiently.

What a good school should have.—Full human development is the major objective of a school. Therefore, the essential offerings in a school program must be wide and varied. The list of minimum essentials for an adequate educational program is much longer than is now found in the majority of our schools. At least the following pupil services and experiences should be available: Necessary formally

organized teaching; educational and vocational guidance; library services; extracurricular activities; work experience; junior placement services; transportation facilities; lunch facilities; health services, including nutritional, medical, dental, nursing, and psychiatric; and camp experience.

The only item in this list of minimum essentials that is now universally provided is formally organized teaching. Furthermore, the nature of much of the organized teaching at present within both elementary and secondary schools and institutions of higher learning leaves much to be desired. It was recently observed that the "lecture textbook memorizing type of learning" does not occur in any life experience except in the school. Teachers at all levels would do well to become familiar with, and utilize, the methods by which people learn outside of school.

Much improvement is needed in the atmosphere of formal teaching. Democracy must obtain in teacher-pupil relationships as well as in the teacher-administrative and teacher-supervisory relationships in a school.

An effective system of public education must have a well-organized guidance program. Only to the degree that the experiences and services available to people are appropriate to their needs and abilities can educational opportunities be beneficial.

Because of its value in developing character, work is essential for all individuals at all ages regardless of their economic status. A school work program should include provision for some work without pay as well as for some work with pay. There are many opportunities for work in the school. A cooperative analysis of the possibility of work by teachers and pupils and the formulation of a school work program are highly valuable.

As individuals mature and acquire semivocational and vocational skills, the amount of work without pay should decrease and the amount of work with pay should increase. A school work program should include placement and follow-up services since becoming qualified for special types of work implies the opportunity to work. Placement service for adults is not a function of the school, but schools may well provide junior placement services.

Camping experience is needed as a regular part of the educational program throughout the country to supplement other educational opportunities. Some of the benefits of camp life are physical hardening, work experience, and rich opportunity for nature study. These physical experiences are just as essential to full human development as the three R's and the arts.

All other essential requirements for a good school program, including library services, extracurricular activities, transportation and lunch facilities, and health services, also need attention and study. The

educational program is particularly deficient with respect to health services, library services, work experience, camp experience, and placement services.

Providing for various age groups.—It is generally recognized that the first 6 years are probably the most important period in an individual's life insofar as the establishment of certain attitudes and traits of character is concerned. Despite this fact the educational opportunities available for this early age group are tragically inadequate. Practically no educational opportunities, except a few private nursery schools, are now provided for the 2- and 3-year-olds. Approximately 85 percent of the children of kindergarten age (4 and 5 years) are not enrolled in public kindergartens. Furthermore, the very terms—"kindergarten," "nursery school," and "preschool"—that have been used in referring to the education of 2- to 5-year-old children seem to imply that their education is not an integral part of the regular school program. "Early school group" seems to be a much better term for referring to the 2- to 5-year-olds as it indicates their relationship to the traditional school-age groups.

The situation with respect to adequate educational opportunity is even worse for adults than for the very young. Our system of public education in the past was founded upon the adage, "You can't teach an old dog new tricks." As recently as 25 years ago it was generally assumed that learning after reaching adulthood was difficult and relatively inefficient. Scientific investigations of human learning have proved that study and learning can be highly effective and profitable through at least the first 60 years of life. Consequently, it is clear that educationl opportunities should be provided for adults of all ages as well as for children.

The educational program of the country must be enriched and extended both downward and upward. The best ways of providing for special age groups, particularly the 16- to 24-year age group and adults, demand serious consideration. It seems probable that, after the attainment of a minimum level of formal schooling, continuous education of various types either in connection with or independent of established educational institutions should receive special attention. There is great need, for example, of education for parenthood not only prior to but also during the period in which children are being reared.

Special groups.—There are a number of special groups which are greatly in need of educational opportunities and services especially adapted to their particular needs. Among the most important of these are the mentally gifted, the physically handicapped, the mentally deficient, and the socially maladjusted. In addition to these groups, which are generally designated as special groups, there are the minority racial and nationality groups.

Society must exert special effort in meeting the needs of those who

are suffering from a serious physical or mental defect. Provision for educational opportunity for these groups should be an item of specific financial support by the State. Despite this fact less than half of the States at present provide special funds for the education of mentally deficient and physically handicapped children. Only one-third of the States provide supervisory services for education in this field. The effect of the inadequate provision for special groups is well summarized in the report of the Advisory Committee on Education:

> The unhappiness in childhood and the loss of efficiency in adult life that result from failure to meet the educational needs of handicapped children cannot be calculated.[3]

The educational opportunity for, and treatment of, the socially maladjusted, whether so identified legally or not, needs much attention. Psychiatric and other specialized services should be available for this group. The educational program for maladjusted individuals should be designed to help them establish or reestablish themselves both socially and vocationally. Provision for the development of abilities and strengths is the basis for a sound educational program for the socially maladjusted.

Minority nationality groups need special general education which will help them develop an understanding and appreciation of the nature of our democratic way of living, especially in connection with the operation of our government. The so-called program of Americanization should be recognized as an important part of the regular educational offerings, made the responsibility of the school, and thus put in the hands of professionally trained teachers. Minority racial groups, to the extent that they are foreign-born, need the same types of special services as nationality groups. For the native-born members of minority racial groups, however, the chief problem is centered in the provision of educational opportunities comparable to those provided for whites.

Equal rural and urban opportunity.—In general a child who lives in rural territory in our country has less opportunity for obtaining the education which he needs than a child who lives in an urban community. On all counts educational opportunity in rural areas is more restricted than educational opportunity in urban areas.

The inequality of educational opportunity which exists between rural and urban areas prevails at both the elementary and the secondary school levels. Much of the rural territory is not included in high-school districts. Moreover, thousands of rural children still do not have convenient access to high school. On the average, the qualifications required for teaching in rural schools, especially in the elementary

[3] Smith, Payson; Wright, Frank W.; and associates. Education in the Forty-Eight States, The Advisory Committee on Education, Staff Study No. 1, 1939. p. 141.

grades, are decidedly lower than requirements imposed by urban schools.

One of the most important aspects of any school for any age group is the opportunity to associate with people of comparable age and with both similar and different interests and experiences. Education is obtained through experiences, and these are conditioned by the social situations in which they take place. Social development resulting in desirable personality growth of individuals can be gained only through group association. Thousands of rural schools, both elementary and secondary, enroll too few children to provide essential group association.

There is little evidence that the traditional content of the curriculum of the rural elementary school has been sufficiently changed to meet the general educational needs of present-day life. Similarly, there has been insufficient revision of the rural high-school curriculum. To be sure, excellent work is being done in agriculture and home economics in many rural areas, but such opportunities are by no means universally available. Not only should rural children learn about the vocational opportunities available in urban areas but attention should also be given to the opportunities for work available in rural areas. At the same time it must be fully recognized that the small enrollment in many rural schools and the limited financial support prohibit plant facilities for many opportunities enjoyed in urban schools.

Nearly half of all children enrolled in elementary and secondary schools live in rural areas. So long as educational opportunity in rural territory remains sharply limited, we cannot hope to attain a desirable minimum level of social, economic, and governmental functioning by the citizenship as a whole. The improvement of educational opportunities for children living in rural areas must be the concern of all persons, regardless of their place of residence, and of all governmental levels, including local, State, and national.

THE SCHOOL STAFF

What kind of teachers?—In the last analysis the determining factor in a good school program is the teacher. Teaching at its best is both an art and a science. It is the stimulation and direction of learning. The good teacher is a consulting engineer in the realm of human behavior, reflecting the spirit of unerring accuracy usually credited to the scientist joined with the sympathetic understanding that is essential in a good parent. Teachers are professional workers and should be recognized as such.

The personal qualities and the education of teachers are of the greatest importance to all citizens—especially to parents. Citizens

should be just as concerned with the requirements for a teacher's certificate as they are with the requirements for a license to practice medicine.

Some of the major problems in the education of teachers are stated in a bulletin of the American Council on Education as follows:

> In the past, teacher education thought little about the growth and development of children. Its concern was with learning from books. It was assumed that knowledge that had value for one student had the same value for all, and that the process of learning was essentially the same for all children. This was not a reasoned theory of education. It was a tradition dominating practice. As medicine, psychology, psychiatry, and sociology have moved forward these traditions have been less accepted. We see more clearly that children and youth are not all like. Children live in a world of people, of institutions, of natural and social forces. It has been made clear that the rate of learning, as well as what we learn, are affected by mental and physical health. We know that knowledge, as facts remembered, is not the same as knowledge that alters personality and character. A set of inherited traditions has begun to give place to a theory of education that rests upon a thorough knowledge of the child.
>
> Since democracy believes in the individual, the development and continuous elaboration of this theory of education must be made a fact in teacher education. Neither the alternative of the traditional out-of-date memorization of facts nor that of the indoctrination of our children to fit some fixed idea of society is calculated to further the ideals of democracy.
>
> The problem [of training teachers] is two-fold: first, to bring together the wide array of facts about child life and growth and to make them available for teachers; second, to develop fully the implications of this body of knowledge for the care and cultivation of youth.[4]

Teachers should be widely traveled and well read and have personalities which stimulate the development of other human beings. Teaching should come not merely out of textbooks but out of experience as well. A poor teacher may do untold harm to boys and girls long before the damage has been fully discovered.

As is true of all good workers, good teachers deserve and must have good salaries. A community which pays low teachers' salaries may think that it is economizing, but in reality it is engaging in tragic extravagance at the price of wrongly or inadequately developed human life.

Local school administrators important.—In planning the educational program marked attention should be given to the qualifications needed by local school administrators and to the selection of such officials. No office in a local community is more important than that of the head of the public school system. To a high degree the local superintendent of schools can determine not only the basic nature of the school program but also the cultural and social level of the community as a whole.

[4] American Council on Education Studies. Major Issues in Teacher Education, Series I, Vol. II, No. 4, February 1938, p. 11–12.

Qualifications for a superintendent are many and varied. A superintendent of schools should be socially minded and should conceive of the school as the center of community life and service. He should have a rich background in the cultural and social aspects of life, should have clearly defined concepts of community needs, and should be able to point the way in establishing educational experiences and services which will make the community a desirable place in which to live. His qualifications should be such that the school staff and the citizens alike will recognize him as a leader in working for the fullest development not only of boys and girls but also of adults.

The selection of a superintendent of schools for a community should be the concern of the teaching staff and the citizenship as a whole as well as the immediate responsibility of the board of education. Representatives of teachers should participate in his selection in much the same way that committees of university and college faculties act as advisers to boards of regents and trustees in the selection of university and college presidents.

Need for school supervision.—Any group of workers needs direction and supervision. This is particularly true of an educational staff. The stimulation and coordination of a school staff by a competent supervisory group is necessary in order that a community may profit fully from the professional competence of the educational force.

School supervisors should reflect the same broad social point of view that is essential in the superintendent of schools. At the same time supervisors must be qualified to give specific help and direction to the members of the teaching staff so that they in turn may give efficient and effective service toward the full development of boys and girls and men and women. Training teachers on the job is the basic responsibility of school supervisors.

Supervisors are just as essential for effective operation of the school as they are for efficiency in commercial and industrial institutions. Laymen should recognize supervision as an essential part of the instructional program.

PHYSICAL FACILITIES

The school plant.—The necessity for buildings and grounds is usually recognized in considering the actual provision of educational service. Unfortunately, however, school plant needs are not always determined upon the basis of all the criteria that should be employed in establishing plant facilities for an educational program. These criteria, which apply to buildings and grounds, should include the following:

1. Accessibility.
2. Adequacy with respect to needed services.
3. Adequacy with respect to size.
4. Arrangement.

5. Utilization.
6. Possibility of rearrangement.
   (a) Services.
   (b) Size.
7. Possibility of expansion.
   (a) Services.
   (b) Size.

They should be applied both in planning new school plants and in the evaluation of existing plants. Every effort should be exerted to make full use of existing facilities; for example, there is no reason why school buildings should not be used as hostels or for other purposes during the summer months. School buildings should truly serve as community centers.

Equipment and materials.—Too often an educational program is deficient because of the lack of essential equipment and materials. Not only books, magazines, and laboratories, but also many other types of aids to learning, such as films, charts, maps, and globes, are essential for a good school. It should be realized that instructional materials are essential in all phases of an educational program. Too frequently some particular division or branch of the educational program enjoys relatively adequate instructional materials while another division or branch is well-nigh entirely without needed materials. Maximum operating efficiency simply cannot be attained unless adequate materials for learning, teaching, supervision, and administration are made available for all types of educational offerings.

Administrative and supervisory officers, as well as classroom teachers, throughout the country far too frequently are forced to spend much time in laborious, routine work because of the lack of necessary machines and materials and because of inadequate clerical assistance. State departments of public instruction, colleges and universities, and local school systems alike should be supplied with such instruments as computing and duplicating machines and with needed clerical staff to the same degree as efficiently organized commercial concerns.

ORGANIZATION AND ADMINISTRATION OF PUBLIC EDUCATION

Laymen should be concerned about the organization of local school districts. The school curriculum, school services, and operating efficiency are affected greatly and sometimes determined by the organization of local school districts.

Local school district organization.—"There are more than 120,000 school districts in this country. For purposes of efficient administration there probably should be no more than from 3 to 5 thousand." [5]

[5] National Resources Planning Board. Op. cit., p. 121.

In most States the reorganization of local school districts is imperative for the realization of good schools. One of the reasons that such reorganization is taking place slowly is the lack of understanding of the purposes or functions of local school districts or units. Local school districts are necessary for three purposes or functions: To establish a school attendance area; to provide necessary administrative and supervisory services; and to furnish a tax base for the participation of the local community in the financial support of schools. A local school district or unit may be organized for any one or a combination of these purposes. Where density of school population and transportation facilities will permit, school attendance units should be so organized that the enrollment of every school will be large enough to justify a full, balanced educational program of the type previously discussed, including necessary administrative and supervisory services. School tax units should be organized on a similar broad base.

Another reason for the failure to reorganize local school districts is the frequent lack of provision in proposed reorganizations for the preservation of close contact between small local areas and the proposed new schools. Local school districts can be reorganized satisfactorily only if laymen participate in the reorganization program. Every means should be used to stimulate lay discussion of the problem. Leaders in programs for the reorganization of local school districts would do well to consider carefully new administrative structures, such as officially designated advisory lay committees, in addition to the traditional boards of education as one means of allaying fear among laymen that the reorganization of local school districts "will take the schools away from the people."

Local boards of education.—The local board of education should represent the entire community, not just a ward or section. School board members should have a broad and far-reaching social point of view and wide cultural interests. They should be chosen on a nonpartisan basis.

A local board of education should act as an advisory, not as a supervisory, body. It is the function of the board to get things done. The most important duty of the board is to choose a superintendent of schools. The superintendent should be recognized as the professional executive to whom the board looks for technical advice in the formulation of policies and to whom the execution of adopted policies is assigned. Individual board members and the board as a whole should never attempt to serve the schools as professional educators.

The policy of the local board of education with respect to the selection of teachers is especially important. Candidates for teaching positions in a school should be interviewed not by members of the board but by the superintendent of schools. The board of education should authorize the appointment of teachers upon the recommendation of the superintendent. Personal and professional qualifications

for work to be done should be the only bases for employing teachers. Relatives, political connections, and respected neighbors will not give children or adults the kind of teachers needed unless essential professional qualifications are met.

What is school administration?—School administration involves the recognition, selection, assignment, stimulation, evaluation, and direction of professional effort toward the fullest opportunity for human development and growth. Laymen need not be familiar with the technical details of administering a school any more than they need to know the details of managing a medical clinic. Laymen should know certain fundamental principles of school administration, however, and employ these principles in passing judgment upon a local school administrator. Also, the practical problems involved in operating a school system should be sympathetically recognized by laymen.

Responsibilities of school administrators.—The two basic responsibilities of school administrators are (1) to exert every effort toward the offering of the best possible educational program in the light of financial resources that are or can be made available; and (2) to exert every effort toward operating efficiency in the management of public education so that maximum value per dollar spent is realized.

School superintendents and principals have quite generally recognized their obligation of trying to see that the best possible school opportunity is made available, but too frequently school administrators have accepted school budgets which were inadequate for the needed school program. Too often citizens have not had a clear understanding of why the schools need more money. Good schools, like all other services of high quality, demand adequate financial support. Educational leaders must translate educational needs into terms of specific school services and in turn into dollars so that the public may have an accurate and clear understanding of where the school dollar goes.

School administrators have not recognized their obligation for maximum operating effciency as fully as they should. Laymen associated with school administration have far too often let their personal tastes and preferences interfere with full operating efficiency.

Operating efficiency is determined in part by the organization of local school districts and by the internal organization of a local school. Such matters as class size, teachers' loads, and overhead organization must be carefully considered. These factors, as well as such matters as heat, janitorial, and repair costs, should be taken into account in determining operating efficiency. Citizens should demand that school administrators operate schools on a sound business basis.

Democracy in administration.—Since the school exists to develop good citizenship for our democracy, nothing is more important than

the observance of the principles of democracy in the administration of schools themselves. The place of democracy in a school system is largely determined by the chief executive. Unless the administrative practices of the executive are democratic, teachers and pupils can hardly be expected to observe principles of democracy. Some of the essential characteristics of the democratic administration of a school are as follows:

1. A common understanding among laymen, educational administrators, other staff members, and student bodies of what administration is.
2. Individual and group responsibility for the formulation and establishment of sound policies.
3. The adoption of policies in terms of majority qualitative judgment and experience.
4. Definite assignment of work, responsibility, and jurisdiction and authority.
5. Recognition of the fact that assignment to a job in no sense establishes a proprietary right for the person holding the job. In other words, teachers, principals, and superintendents are merely agents to whom positions have been committed as trusts for and during the period of good stewardship.
6. Continuing and continuous evaluation of administrative operation among and by both administrative and nonadministrative staff members.
7. Recognition of the necessity for change in assignment of work, responsibility, jurisdiction, and authority. Educational, as well as commercial, institutions must be reorganized in terms of changes in the demands made upon their programs.
8. Mutual cooperation and loyalty between administrative and nonadministrative personnel.

The specific administrative organizations, such as administrative councils and teachers' councils, by means of which a democratic administration can be achieved depend upon a number of factors. These include particular types of personalities involved, the degree to which a school system has enjoyed a democratic administration in the past, the social composition of the underlying and supporting citizenship, and the degree of expertness in the processes of democratic operation which has been developed among both administrators and nonadministrators. In other words, basic intent, purpose, and the individuals involved are the factors which make the administration of a school democratic or undemocratic.

Fundamental principles of personnel management must be observed among any group of people working together toward a common purpose. Boys and girls should enjoy the same basic type of treatment from teachers that teachers like and should enjoy from administrative and supervisory officers. Similarly, administrative and supervisory officers should enjoy the same type of treatment from instructional staff members that instructional staff members deserve and expect from supervisory and administrative officers.

Importance of records and accounting.—Good school administration must be based upon sound judgment. This is developed from the study and interpretation of facts coupled with the consideration of judgments of other competent, experienced people. One of the most important phases of school administration consists of reports to the board of education, to the State department of education, and to the citizens. Many records and much accounting are vital for a well-administered school.

Records and facts in and of themselves are of little value. Interpretations of facts in terms of both general and specific conditions, the discovery of trends, and the prediction of the probable effect of such trends upon both the present and the future educational program are what make facts indispensable in the sound administration of an educational program.

School personnel policies.—How teachers are employed, the amount of their salaries, the number of salary payments a year, how long teachers hold their jobs, whether there is a compulsory retirement age, and whether there is adequate financial provision for teachers after retirement are matters which to a high degree determine the spirit or morale of the staff of a school system. Teachers who are underpaid, who are afraid of losing their jobs, or who are facing retirement without enough money to live comfortably are almost sure to be worried and nervous. Worried and nervous teachers will develop worried and nervous children. Furthermore, if teachers are underpaid, the more competent people will tend neither to enter nor to remain in the teaching profession. Therefore, all citizens should be concerned with school personnel policies and should exert every effort toward the establishment and maintenance of school personnel policies which guarantee security of job and salary as long as efficient service is rendered and adequate economic security after retirement from active service.

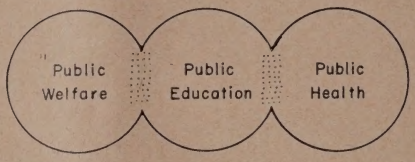
Coordination of schools and other agencies.—Educational institutions cannot stand aloof from other governmental and nongovernmental agencies, particularly those which like the schools have been created and are maintained to render essential social services. The need for both educational institutions and other social service organizations to join in a cooperative consideration of the specific service which each institution is to render cannot be overemphasized. Conspicuous among the services in connection with which the schools are inevitably involved with other agencies are health, recreation, vocational guidance, library service, prevention and correction of juvenile delinquency, job placement, and activities in the fine arts, especially in relation to such institutions as civic theaters and municipal music organizations.

Such cooperation and coordination demand joint examination of community needs in these fields by all agencies concerned and the definite assignment of work to each agency. The present situation with respect to administrative relationships between schools and other agencies, together with recommended improvements, is well illustrated by the following diagrams from a report by the Educational Policies Commission entitled *Social Services and the Schools*.[6]

Relationships Between Educational, Health, and Welfare Authorities

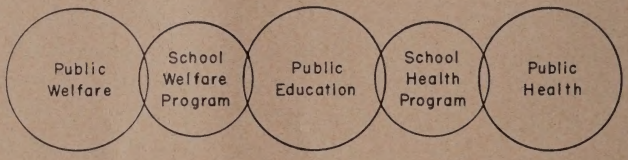
PRESENT TYPICAL SITUATION

Lack of clearly defined responsibilities permits existence of inferior or duplicated services or of a no-man's-land of neglected needs.



A MORE DESIRABLE SITUATION

Clear demarcation of functions between related services permits fixing responsibility and cooperation in meeting all needs.



State organization of public education.—There are three divisions of the State organization of public education that need special study and modification, namely, State departments of education, higher education, and education for special types of children. In those States which do not have a policy-making body in the form of a State board of education, the chief State educational officer both makes and executes educational policies, particularly with respect to elementary and secondary education. Moreover, in many States there is competition between elementary and secondary education and between rural and urban schools. In general there is far too much competition between the various State-supported institutions of higher education within the several States, and there is need for re-evaluating the purposes and functions of many of the State colleges. The educational needs of special types of children, another State problem, have already been

[6] National Education Association, Educational Policies Commission. Social Services and the Schools, 1939, p. 66.

discussed. (See p. 8.) All the educational institutions of the State should be coordinated in a unified State educational program instead of being administered independently.

Most State departments of education are seriously underfinanced and hence understaffed. Generally, the staffs of the State departments of education are subject to uncertainty of tenure because of political influence which determines their appointment. The chief educational officer and his associates should be selected on a nonpolitical basis and should enjoy adequate salaries and tenure of office as long as they give efficient professional service. Provision should be made for their economic security after retirement. The importance of putting State departments of education on a nonpolitical basis and of providing them with ample funds for necessary staff and operation cannot be overemphasized.

Public schools and the Federal Government.—In planning the necessary organization for offering a satisfactory educational program definite provision should be made for the active participation of the Federal Government. As is true with respect to all social services, there is a real interdependence between the State and the Federal Government in relation to education. The Federal Government has played too small a part in the formulation of the educational program in this country. Such has been the case partly, if not largely, because of the doctrine of States' rights which has been regarded as indispensable to the maintenance of our democratic mode of life.

The new nationalism or new centralization which has been an inevitable development in the general operation of the Federal Government is also needed to a certain extent with respect to the educational program. This, in no sense, suggests that the intimate administrative relations which local communities have maintained toward their schools need or should be materially changed. The administrative relationship between the Federal Government and public education should be primarily of an advisory and servicing nature on the part of the Federal Government rather than of a prescribing and coercive nature. State leaders of education have both an opportunity and a serious problem in joining with the general citizenry of their States in recognizing the need for, and helping to establish, the Federal Government in education on a sound basis.

THE COST AND FINANCIAL SUPPORT OF PUBLIC EDUCATION

The realization of plans for the improvement and expansion of an educational program depends in large measure upon the financial ability possessed and the financial effort expended. In the light of the diversified educational needs of the country the educational program has been markedly underfinanced. In addition to having been under-

financed, desirable operating efficiency, as indicated above, has not always characterized expenditures for public education. It is essential that all those interested in planning the educational program give serious consideration to the cost and financial support of public education.

The cost of public education.—During the year which ended June 30, 1940, the United States spent approximately $2,700,000,000 for public elementary, secondary, and higher education. About 87 percent of this grand total was spent for public elementary and secondary education.

To offer the educational program needed in this country would require a minimum expenditure of approximately 5 billion dollars a year for regular current expenses. An additional 5 billion dollars, at least, is needed for the repair of old, and the construction of new, school buildings. This estimate of the cost of needed school buildings is made on the assumption that reorganization of local school units would be consummated.

The relation of the cost of public education to financial ability, financial effort to support public education now exerted, and the prevailing systems of taxation, particularly in local and State governments, demand serious study and analysis. We cannot afford to have a system of public education which is inadequately financed.

The financial support of public education.—The financial support of public education must be borne jointly by the Federal, State, and local governments. In general the Federal and State governments have never assumed a sufficiently large share of the costs of public education.

During the decade 1930–40 there was a marked increase in the extent to which financial support of public education was assumed by the States. There are many States, however, which still have not accepted a fair share of the costs of public education. Furthermore, in many States the methods of distributing State funds for public education do not conform to the essential principle of equalization of educational opportunity, nor do they fully recognize the financial ability or inability of the local districts to support public education.

Far too many people, including both professional educators and laymen, still do not realize the imperative need for Federal support for public education. In redirecting and planning an educational program, educational leaders can render an important service by exerting every effort toward developing a lay attitude that is favorable toward Federal financial aid for public education.

Can we afford to pay for education?—The national income during 1941 was approximately $94,500,000,000. This is considerably below the level to be expected for the next few years, even when adjustments for a rising cost of living are made. In commenting upon our ability to

finance the kind of educational and social services we need and want, Alvin Hansen makes the following statement:

> The notion that we cannot finance our own production is quite without foundation. Every cent expended, private and public, becomes income for members of our own society. Costs and income are just opposite sides of the same shield. We can afford as high a standard of living as we are able to produce. We cannot afford to waste our resources of men and material. We cannot afford to use them inefficiently. But we cannot afford idleness. The idleness of the decade of the thirties was responsible for the loss of 200 billions of income. The public expenditures required to rebuild America, to provide needed social services, and to maintain full employment can be provided for out of the enormous income which the full utilization of our rich productive resources (material and human) makes possible. The costs of producing this income are merely payments to ourselves for the work done. There is not—there cannot be—any financing problem which is not manageable under a full employment income. From a $100 billion income we can raise large tax revenues—large enough to service any level of debt likely to be reached and to cover all other Government outlays—and still retain for private expenditures more than we had left in former years under a $70 billion income with lower taxes.[7]

There are some individuals who are apprehensive about the debt we are now assuming for the waging of the war. In commenting upon debt Hansen writes as follows:

> The public debt is something very different from the private debt of an individual. An individual will always improve his asset position if he is able to pay off a part of his debt. But a nation may make itself poor by repayment of public debt. This is true because such repayment tends to cause deflation, depression, and unemployment. It is a good thing to pay off a part of the public debt if you want to check an excessive boom. It would be ruinous to pay off the public debt in a post-defense period when unemployment was spreading.
>
> A public debt internally held has none of the essential earmarks of the private debt of an individual. A public debt is an instrument of public policy. It is a means to control the magnitude of the national income, and in conjunction with the tax structure, to affect income distribution. [8]

In the light of these statements it seems clear that we shall be able to finance a satisfactory program of educational and other social services in the post-war period.

III. WAYS AND MEANS OF PLANNING AN EDUCATIONAL PROGRAM

The ways of educational planning.—Since this country is committed to the democratic way of life, the methods of educational planning must be appropriate for a democracy. They furnish the opportunity for the formulation of a sound educational philosophy as a basis for

[7] Hansen, Alvin, H. After the War—Full Employment. National Resources Planning Board, January 1942, p. 5–6.

[8] Ibid., p. 7.

examining our existing educational offerings and for positive action toward the realization of the kind of educational program needed.

Effective educational planning, that is, planning which actually accomplishes what should be done, demands the following:

1. A clear-cut, specific concept of what the educational needs are. This concept of the educational needs will have to be developed by individuals and then agreed upon and adopted by groups of individuals.
2. A comparison of the existing educational offerings with the educational needs.
3. A specific recognition of the phases of the existing system of education that:
   (a) Meet needs and therefore should be maintained.
   (b) Fail to meet needs and therefore should be modified or abolished.
   (c) Are operating inefficiently and are therefore excessive in cost.
4. Action expressed by ballot toward the passing of laws which will:
   (a) Make desirable changes in the present educational system.
   (b) Abolish any divisions of the existing system which are "out-of-date."
   (c) Add new educational services that are needed.

In a democracy the individual enjoys the right of expressing his opinion informally by means of personal comment and formally by means of the ballot. This fundamental right of democracy obligates every individual to make sure that he has a sound basis for his opinion and that his opinion considers the welfare of all rather than just of himself or his immediate family and friends.

Local school planning.—Both public and private agencies should participate in planning for schools. Many local agencies for planning already exist. Among these are local welfare councils, parent-teacher associations, recreation boards, library boards, museum boards, park boards, boards of education, city planning commissions or councils, and Boy and Girl Scout boards. Much good planning has been done by many of these agencies acting independently. There are general planning activities now going on which may be expanded to include educational planning. Such activities have been summarized in the 1942 report of the National Resources Planning Board:

> Many communities are at present experimenting with councils of social service agencies, community youth councils, group work councils, or volunteer offices in the Civilian Defense Program. Such organizations display many diverse patterns of cooperation, but all have in common the purpose of facilitating cooperation among local service agencies. Planning for children and youth appears to be most effective when established as a part of a larger program which includes planning for all age groups in the entire community. Fortunately, most coordinating councils are now concerned with the entire age range of the population, although often they fail to give adequate consideration to the needs of young people.

> Typically, these councils are voluntary and remain outside the central governmental and economic activities of the community. Often they are not associated with the labor employing agencies nor do they participate in the permanent municipal or county planning activities. In such instances, the programs of voluntary action of these councils may fail to be firmly rooted in the primary affairs of the community, with the result that they lack impetus, permanency, and, above all, foresight. The action programs of the agencies represented in coordinating councils or planning boards must be tied closely into the long-term and over-all planning of such councils and boards.[9]

General county planning boards are now operating in more than 2,000 counties. These boards have been organized by the U. S. Department of Agriculture and work in close cooperation with it. They should include professional educators as well as laymen concerned with the functioning of the schools. Indeed the question may well be raised as to whether such boards might not have sub-boards or committees on educational planning. Representatives of both State departments of public instruction and county and local school systems should be members of such groups.

To the degree that existing agencies and organizations fail to provide opportunities for participation of all groups of citizens in educational planning, new agencies, committees, councils, boards, and commissions should be organized. As has been previously stated, however, marked effort should be exerted to utilize existing agencies rather than to create new ones. Also, in the organization of new agencies for school planning, care should be taken from the beginning to coordinate the new agencies with those already in operation.

State school planning.—State departments of education, State teacher associations, State parent-teacher associations, and institutions of higher learning should assume the leadership in educational planning at both the State and local levels. For example, planning committees for the reorganization of secondary education are now being set up by the State Department of Education throughout local communities in the State of New York. At least two State departments of education have already recognized the desirability ofmaking planning an officially assigned function of the department. In the State Department of Education in Michigan an office entitled "The Division of Instruction and Planning" has been established. In the State Department of Education in Connecticut the Division of Research has been changed to the Division of Research and Planning. Similarly, other State departments of education might do well to make definite and specific provision for educational planning by assigning its direction to some member of the department and by indicating such assignment in his official title.

[9] National Resources Planning Board. Op. cit., p. 126.

Connecticut described the basis of its planning program as follows:

> In order that Connecticut may proceed to provide the best possible obtainable education for its children, youth, and the adults the following procedures have been inaugurated by the State Board of Education:
>
> 1. The development of a research and planning program.
> 2. The reorganization of the State Department of Education.
> 3. The development of state and regional citizens' committees and instructional committees.
>
> By these means it is hoped that such functional modifications as are required in our system of public education may be agreed upon. However, the program of the State Board of Education is a long-time program and not one that will be based solely on momentary conditions or considerations. While emergencies will arise, we must anticipate these emergencies so far as possible by careful consideration of the trends.[10]

Because of the intimate and constant working relationships between State departments of education, State educational associations, State parent-teacher associations, and local boards of education and school staffs, it should be relatively easy to establish a concerted and effective program of educational planning. Some States, such as Florida and Iowa, have found it desirable to attack the revision of the school code as an immediately effective step toward the improvement of public education. Special committees, including professional educators, representatives of social agencies, and laymen, may well be appointed in launching a specific program with respect to some given part of the school planning movement.

Federal activity in social and educational planning.—The National Government is recognizing the necessity for economic, social, and educational planning to a much greater degree than ever before. National planning activities have been summarized as follows:

> On the national level responsibility for the planning and administration of programs for children and youth is widely distributed. At least 320 national agencies outside the Federal Government are doing important work to improve services and opportunities for young people. Many of these voluntary groups are closely articulated with some Federal agency responsible for a particular service.
>
> Within the Federal Government there are over 25 bureaus or agencies with broad programs affecting young people, and more than 30 others are concerned with some aspects of the problem. A number of agencies operating at the bureau level and others operating at the departmental level have organized planning committees which have as one of their functions the planning of programs for children and youth in the post-war period. Such committees should be encouraged and given adequate support. There is need for planning in all Federal agencies and in all private agencies of national scope dealing with the problems that affect the welfare of young people.
>
> The National Resources Planning Board is concerned with stimulating post-war planning in all divisions of the Executive Branch of the Federal

[10] State Department of Education, Re-Directing an Educational Program, Bulletin 1, Hartford, Conn., January 1940, p. 9.

Government, as well as in private agencies of national scope. It is prepared to render such assistance as is possible in this connection. The Board will undertake to bring together the plans made by these agencies and will assist in developing over-all plans.[11]

There is much interest on the national level in planning an adequate and satisfactory educational program. The United States Office of Education has established a planning committee and proposes to render advisory service in educational planning to State departments of public instruction and to local communities. The United States Office of Education also proposes to conduct national studies necessary for effective educational planning. The United States Department of Agriculture is showing marked interest in the need for an improved educational program for rural areas. Other Federal agencies are also recognizing the problem by making specific effort to provide advice and guidance to those engaged in planning. It seems clear that those who would go forward must plan. To plan most effectively requires large-scale cooperative effort.

SELECTED BIBLIOGRAPHY

*After Defense—What? U. S. National Resources Planning Board. Washington, U. S. Government Printing Office, 1941. 19 p. 10 cents.

*After the War—Full Employment. U. S. National Resources Planning Board. By Alvin H. Hansen. Washington, U. S. Government Printing Office, 1941. 19 p. 10 cents.

Creative Adult. By Hughes Mearns. New York, Doubleday, Doran, 1940. 300 p.

*Development of Resources and Stabilization of Employment in the United States. U. S. National Resources Planning Board. Washington, U. S. Government Printing Office, 1941. 409 p. $1.20. (House document 142, 77th Cong., 1st sess.)

Federal Activities in Education. National Education Association, Educational Policies Commission. Washington, The Association, 1939. 151 p.

Iowa Code Revision. Iowa State Teachers Association. 415 Shops Building Des Moines, Iowa, The Association. A series of leaflets.

*National Resources Development Report for 1942. U. S. National Resources Planning Board. Washington, U. S. Government Printing Office, 1942. 227 p. 55 cents.

New Centralization. By George C. S. Benson. New York, Farrar and Rinehart, Inc., 1941. 182 p.

Planning for America. By George B. Galloway and Associates. New York, Henry Holt and Co., 1941. 713 p.

*Problems of a Changing Population. U. S. National Resources Committee. Washington, U. S. Government Printing Office, 1938. 306 p. 75 cents.

Series of bulletins on the examination and redirection of public education in Connecticut. Connecticut State Department of Education. Hartford, Conn., 1940–42.

[11] National Resources Planning Board. Op. cit., p. 127–128.

*Obtainable from Superintendent of Documents, Washington, D. C.

Series of bulletins on the program of education in Florida. Florida State Department of Education. Tallahassee, Fla., 1940–42.

Series of bulletins reporting the meetings of the Southern States Work-Conferences. Florida State Department of Education. Tallahassee, Fla., 1939–42.

Social Services and the Schools. National Education Association, Educational Policies Commission. Washington, The Association, 1939. 147 p.

*Studies of State Departments of Education. Washington, U. S. Government Printing Office, 1941–42. (U. S. Office of Education. Bulletin, 1940, No. 6, Monographs 1–16.)

Tenth Fortune Round Table on Demobilizing the War Economy. Berkshire County, Mass., Sept. 5, 6, 7, 1941. Supplement to Fortune, November 1941. 20 p.

What Are the Most Helpful Books on the Natural and Economic Resources of This Country? Service Center, Progressive Education Association. 221 West 57th Street, New York, N. Y. 4 p.

Youth and the Future; General Report. American Council on Education, American Youth Commission. *Introduction* by Owen D. Young, and chapter XVIII, *Meaning for Life* by Dorothy Canfield Fisher. Washington, American Council on Education, 1942. 296 p.

*Obtainable from Superintendent of Documents, Washington D. C.